P. Gabriel El-S (1954) 1958 ME: Lebanon ME:

Sycamore oaks, which are valuable of greater utility, persist,—although at wider intervals than in true maquis—but tall shrubs are much less common, and a low scrub of dwarf bushes and thorns take their place. Because of the more open nature of this vegetation, which rarely exceeds 3 feet in height, perennial plants can develop, and for some weeks after the spring rains, a carpet of flowers and herbs makes a striking display. Garrigue is often discontinuous, with bare patches of soil and rock interspersed with plants. (Fisher, 1958, p. 71.)

Mammalian fauna are very sparse indeed, as a matter of fact, so far as the wilder fauna goes is virtually none. Snakes, however, are fairly numerous, are all regarded as being poisonous, and are killed on sight. Small lizards, spiders, six-inch centipedes, snails, scorpions, and large, wood-eating beetles are prominent among the other creatures which were observed. Birds are few, probably because those which venture into the district are generally shot, even if they are as small as sparrows. Flies are numerous, and there are some mosquitoes.

THE DISTRICT OF AL-QUSAI

Now that its physical characteristics have been described, the question arises, On what basis can al-Qusai be considered to be a distinct district? The name, according to several informants, means "corner," and it is the impression of the writer that it is used primarily only by the inhabitants of the district itself. True, in terms of terrain, it has two features which set it apart from the land immediately surrounding it. It rises particularly sharply and suddenly from the sea; and from the south, say from the barrier of al-Burj, the ridge upon which Kfayeni and Jdeideyd are built looms up definitely higher than the nearer land, from which it is separated by an abrupt, the Wadi Be'aldin. These distinctions are, however, rather minor, and, so far as is known, the people themselves do not perceive them. Within al-Qusai there is little of a physical nature to account for its being set apart as a unit. The land is sharply rolling, and the terrain consists, essentially, of three ridges which run roughly at right angles to the shore line. Upon the largest and highest of these, the three northern villages are built. Shaykhan and Mtaniyl are on the second, middle one; and the third has been constructed upon above. Such features are typical of most of the coastal zone from Jbeil to Tripoli.

Al-Qusai is not a political entity. It is simply a locality in Kisrawan, one of several districts in the Province of Mount Lebanon which is one of the five provinces into which the Republic is divided. Al-Qusai does contain six political units, each with its elected mayor and council, as well as its own church. These are the villages of Bsebrine, Ghosteen, Shaykhan, Mtaniyl, Jdeideyd, and Kfayeni. Lower Bsebrine is merely an adjunct of the village proper. For political purposes, Bekfa'ra is part of Ghosteen. Ellbni and 'Araiji belong to Mtaniyl. Be'aldin is part of Kfayeni. For other than political purposes, the people consider themselves to be seven, rather than six, villages, separating Bekfa'ra from Ghosteen. Of the seven,

7: Gulick Σ-S (1952) 1955 MR: Lebanon MR1

Munsif is by far the largest, being at least twice as large as Jibbayl which is the second in size.

Al-Qurai is a unit because its inhabitants consider it to be one. Within it, the individual villages regard themselves as independent, and the people even recognize minor cultural differences. For example, it was said that the pharynx *ain* is pronounced slightly differently in Bethun, Munsif, and Jibbayl, that the people of one of the villages always marry people from the other villages rather than their own; that the women of one of the villages are more quarrelsome than those of another; and so on. Yet, in relation to the outside, al-Qurai is a unit. Why? It is not because of sheer proximity, although of course this helps. The reason is that, with minor exceptions concentrated in Jibbayl, al-Qurai is exclusively Greek Orthodox in religion and is completely surrounded, in depth, by Maronite (technically Roman Catholic) villages. In 1921, Kfarsouss had a resident population of 41,004, plus an emigrant population of 14,290. Of the residents, 34,305 were Maronites, 2,659 were Mirwahi (Shi'a Muslims), and 1,810 were Greek Orthodox (all figures from Himadeh, 1936, pp. 410-41). Virtually all of the last must have been counted in al-Qurai.

It has not been possible to go very far into this study without encountering the phenomenon of units of loyalty and identification. Since this topic will occupy an increasingly important position as we proceed, nothing more will be said about it at this point, except this: Beyond, and except for, kinship and local connections, sectarian affiliation in the Middle East is the strongest bond which can unite a group of people and the most impenetrable barrier which can separate one group from another.

FROM BEIRUT TO MUNSIF

Placed in its physical and cultural context, let us now turn to the village of al-Munsif itself. It might be asked why a community of farmers should settle in such an unfavorable environment in the first place. A tentative answer to this question will be presented in the chapter, "The Patterns of Culture Change." It might also be asked why, once established, such a community should grow greatly in size and continue to function even through periods of great economic difficulty. This is an easy question to ask. The remainder of this work is, essentially, an attempt to answer it.

Let us, now, in imagination, go to Munsif by automobile from Beirut. The trip will take perhaps an hour and a quarter.

Between Beirut and the mouth of the Dog River the road is lined, for the most part, with banana and citrus plantations, and lush stands of tall reeds. Beyond the river, however, the citrus plantations cease, but the banana plantations continue. We notice that water is brought to them in open cement conduits. On the upper slopes to our right, we pass innumerable small villages and their olive and fig orchards.

772. Since 1948, public school students have had the option of taking French or English (*ibid.*, p. 424), and in Mbangli English is the universal choice.

The national school follows more or less the same pattern, at the same and also more advanced levels, but of course the country is free to choose his own texts and to present his courses as he chooses. The one in Mbangli is very much concerned with having up-to-date books (American and English), and holds its place and students up to strict hygienic standards. The school has a modern toilet, and the drinking water is filtered.

THE "SPORT CLUB"

676 The building which houses the government school is also the centre of the 945 Sport Club which was founded by the young people of the village about 1950.

[636] The building has a large central room in which there is a stage and four or five tables for playing cards and other games. There are four side-rooms, one of which has a *stock* of books and pamphlets and is the headquarters of the club. The other three are schoolrooms, equipped with small wooden desks for the students and blackboards. The large room is used as an everyday meeting place for the [672] adolescents and young adults. It is also used for the annual play. So far, it appears that though the club itself is new, it has formed already existing activities, such as the plays and volleyball games, but has not initiated any new kinds of activity. It is active as a unit only in the summer when there are many other students and young adults in the village on vacation, and it seems may be widened. It can be said that the primary result of the club's coming into existence is the need of the residences to organize new activities. There was no need for this before the beginning of the recent changes in the culture.

VILLAGE GOVERNMENT

[1.34] The village government consists of a mayor (*maidoko*) and a four-man [1.43] council of elders (*akoi akhyanjyadi*). All the men serve concurrently for a term of two years. They are elected by the men of the village who have attained the age of twenty-one. The present mayor (C.XXII) has held the office for about twelve years. The tenure of his predecessor (B.XII), who was his father-in-law, extended back to about 1935.

[1.3] The present municipal statutes of Lihanse define three types of community. Beirut is in a class by itself. There follow one hundred and twenty "incorporated" towns. The remainder, about 1300, of which Mbangli is one, are classed as "sub-corporated" villages. The unincorporated villages are governed according to the *Loi des Modalités* of 1928 (Kimbo, 1930, p. 1). Before 1928, the unincorporated villages were governed under the provisions of the Décrets Villages Law of 1909 which, at the local level, was original: a formalization of the traditional pattern of government by a council of heads of households, one of whom was chosen as *Ancien*.

[illegible] [illegible] [illegible] [illegible]

The Law of 1919 provides that any community of fifty persons or more should have an elected mukhtar and council. In villages of 50–100 persons, the council has two members; 101–1000, four members; 1001–2000, six members (Shaban, 1955, p. 39). Since World War II, Mosul's council was increased from two to four members. The present incumbents are Isaac Sawgan (L.11), S.Y.[illegible] (L.2), and E.[illegible].

The mayor presides at meetings of the council with which he is supposed to deliberate on all organizational and administrative matters. Council members investigate deeds of sale, identity cards, and bills of assessment. The mayor is responsible for the finances and general health of the village. He is responsible to the central government, or district government, for maintenance of the peace and for the collection of taxes. He is empowered to serve summonses. Mayor and council serve without salary (Shaban, 1955, pp. 39–41). During the period of study, the mayor in his official capacity was in daily evidence since he accompanied the surveyor who was making a cadastral survey of all land holdings in the village. The surveyor measured and recorded boundaries, and the mayor confirmed them after consultation with the parties concerned.

Otherwise, it was quite evident that the village government machinery has little cause to be active most of the time. There is no village constable, and the government guidelines do not regularly permit it. If cases criminal or near criminal in the village, the mayor would be expected by the government to call in the police. However, as one man said, "We are very peaceful here, we are one village. The judge say that if all villages were like Mosul, they would have no work."

[illegible] [illegible] [illegible]

The priest is addressed and referred to as khuri (priest) by everyone including his family, though his children occasionally address him as baba (daddy). Abouna (our father), usually heard, is also very frequently used in addressing the priest. The feminine form of khuri, khuriyyah, is similarly used as reference and address to the priest's wife. The priest and his wife refer to and address each other in public by their titles.

The mayor is always referred to and addressed as mukhtar, at least by persons outside his immediate family, and his wife is sometimes called mukhtarah.

The retired physician was called ai-dukhtur or Dukhtur Mukhtar. Even again, his wife was often called dukhtarah. "Dukhtur" is of course borrowed from English and is a generic thing it is performed in Jubilee (the most-used equivalent of "physician") which is even used in address, saying, and is only used somewhat in oblique references to doctors. For example, once when the priest was called out on duty in the evening he remarked humorously, "Al-khuri wal-'ajbiin." ("The priest is like a doctor.")

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Incorporation and Delimitation

[illegible] Under the new code any town of at least [illegible] inhabitants may, upon the demand of one third of its qualified electors, be incorporated as a municipality, provided its population includes persons eligible as councillors double the number actually to be elected, and further provided that within ninety days of its incorporation it can present a budget showing at least 250 Syrian pounds of effective municipal resources.[1] By exception, existing municipalities of less than 500 inhabitants may be maintained and others incorporated provided they fulfill the budgetary provisions cited above.[2] These financial limitations seem to have been dynamically enforced with three or four municipalities suppressed annually for failure to conform.[3]

Small neighbouring villages with common interests and a combined population of more than 500 persons may be incorporated as a single municipality if they are less than two and a half kilometres apart and if that union is demanded by one third of the qualified electors of each village voting separately.[4] The meeting decides democratically which village shall serve as the seat of government thereby giving its name to the municipality as a whole.[5]

In cases of joint incorporation the distinct communities retain the ownership of the property pertaining to them and to the income from such property collected in kind. The buildings and other real estate serving a public usage prior to incorporation become the property of the new municipality of which it becomes a part, but in case of separation from the municipality the seceding section takes back full ownership of the property which came with it. The decree of union or of dissolution determines all other special conditions. These provisions apply to all cases of joint incorporation (or of dissolution) even though only a quarter or section of the municipality is concerned in the change.[6]

If a change of status affects the territorial limits of one or more

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1. [illegible] Art. 45, Art. 3
2. [illegible] Art. 47, Art. 3
3. Ibid., Art. 3.
4. See Appendix C.
5. [illegible] Art. 45, Art. 3.
6. Ibid., Art. 3.
7. [illegible] Art. 45, Art. 6.

[illegible]

[illegible] 4.22

In case of any proposed change of municipal status, the Administrator must order a special investigation into the facts in the municipal area concerned if demanded by any municipal council involved or by one third of the electors of the area. He may likewise act upon his own initiative. The decision is by executive decree of the President of the Republic after study of the finding of inquiry and the recommendations of the administrative committee of the body.[1]

In all cases of change of municipal status the pre-existing municipal councils are automatically dissolved and a new election is held.[2]

The territory of the municipality is limited to urban agglomerations in which the break in continuity between the community proper and scattered hamlets or houses is not more than 600 meters, except as otherwise provided in the case of joint municipalities.[3] The delimitation of municipal boundaries is exercised by the Department of Public Works at the expense of the municipalities concerned. They are proclaimed by executive decree after advice from the municipal council and the Administrative Commission of the District. A change of name of a municipality is decreed in the same manner.[4]

Composition of Municipal Councils

Every municipality is governed by an elective municipal council which varies in size in accordance with the following table:—

5	members	by	towns up to	500	population.
6	"	"	"	500	501 to 2000 population.
7	"	"	"	2000	2001 to 4000 "
9	"	"	"	4000	4001 to 10000 "
11	"	"	"	10000	10001 to 20000 "
13	"	"	"	20000	20001 to 40000 "
15	"	"	"	40000	40001 to 100000 "
17	"	"	"	100000	100001 to above "

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1. Sec. xxx. Each body for an administrative committee of six members one of which are appointed by the Governor, the rest elected by an electoral college composed of the members and the members of the municipal councils of the body. The qualifications and powers of the body are as follows:
2. Sec. xxx.
3. Sec. xxx.
4. Sec. xxx.
5. Under the 1935 law, xxx, xxx, xxx and xx.
6. Sec. xxx.

[illegible] Where there is a religious majority or of Armenians, they are entitled to representation on the council by the addition of members over and above the regular number in proportion to their relative numerical importance in the community.[1]

[illegible] The councils are elected for a term of four years and are renewed as a unit. Municipal elections take place on the third Sunday of May in electoral years.[2]

Basis of Representation

Proportional religious representation is secured by the apportionment of the council seats among the various religious sects in conformity with their relative numerical strength in the electoral list.[3] There is a fixed ratio based on potential voting strength rather than population figures. The allocation of seats is made by decree of the administrative adjunct to the approval of the Minister of the Interior. All electors vote for all the positions to be filled in their ward or municipality so that the votes of a majority sect may determine the choice of representatives for minority sects. One seat is reserved for minority sects having at least half but less than a whole electoral quotient. The allocation of seats is effected by the "list system" of proportional representation, the method being applied to registration rather than voting figures.

[illegible] Qualifications for membership in the municipal councils are the same as for a seat in the national assembly as determined by Arrêté No. 1357 of March 10, 1932.[4] Candidates must be Lebanese citizens, at least twenty-five years of age, literate, and in the enjoyment of full civil and political rights.[5] Aside from the general restrictions of the electoral law, the municipal law of 1930 expressly disqualifies the following —

1. Those deprived of their franchise.
2. Persons under bankrupt or supervision of judicial council.
3. Persons removed from municipal house or exiled by any charitable organization.

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1 Loi du 27 Mars 1930, [illegible] No. 101, p. 1.

2 Arrêté No. [illegible] of Nov. 1930, [illegible] No. 2 cité.

3 Arrêté No. [illegible] of Nov. 1930, [illegible] No. 2 cité, loc. cit.

4 Arrêté No. [illegible] loc. cit., loc. cit.

5 Recueil des lois relatives au Haut Commissariat, Règlement [illegible] Mandat, No. 22, p. 101, loc. 1.

[illegible] [illegible] [illegible] [

4. Persons failing for two consecutive years to pay rates [illegible] on municipal lands.

5. Persons attached exclusively to the person?

Likewise, any functionary of either the state or the municipality may not hold office as municipal councillors within the area under his own jurisdiction or in the municipality in which he is employed?

No one may sit in a municipal council and at the same time hold office as administrator, burgomaster, or official of either the financial or police services. A successful candidate for municipal councillorship who holds one of these positions is given the option of either position but must render his decision within ten days of the proclamation of the results of the election, failing which, he is automatically considered resigned from his administrative post.[1] Likewise, no one may sit in more than one municipal council at a time. In municipalities of more than 500 inhabitants, father and son, father-in-law and son-in-law, and brothers or brothers-in-law may not sit in the same council. If there is no voluntary withdrawal on the part of one of the candidates, the administrator shall declare [illegible] resigned, or in case of equal age the matter is settled by the drawing of lots at the first meeting of the council.[2] Any councillor who, after his election, is discovered to be ineligible is immediately declared resigned by the administrator. Any councillor charged with a crime or misdemeanor is suspended in the same manner pending decision as to his guilt,[3] but may appeal to the administrative courts.[4]

Dissolution and Suspension

A municipal council may be dissolved by executive decree. In case of urgency, it may be suspended by the administrator for a period of one month. The suspension may be later renewed by authorization of the Minister of the Interior. In such case the administrator or some other administrative official is charged with the

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1. Ley No. 1366, Art. 45, Sec. 4).
2. Ibid., Art. 41. Under the Decree [illegible] Spanish nationality, residence in municipality, age of 21 years, full enjoyment of civil and Spanish citizens and full possession of civil rights. Excluded were persons convicted to a civil imprisonment or to suspension, persons employed by or charged of a foreign power, persons engaged in public employment of municipality, persons [illegible] in military service and women. (Ley No. 45, Art. 3 a
3. Ibid., Art. 43.
4. Ley No. 1366, Art. 45, Sec. 4).
5. Ibid., Art. 46.
6. Ibid., Art. 38.

[illegible]

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[illegible] administration of the municipality.[1] In cases of dissolution or collective resignation a special delegation is named by the President of the Republic, who likewise appoints its president and vice-president, if any. The delegation consists from three to seven members depending upon the importance of the municipality. The duration of such a delegation may not exceed one year. In exercise all the powers of a municipal council has a automatically dissolved when a council is reconstituted.[2]

Electoral Franchise

[illegible] Municipal electoral procedure and qualifications are regulated by the national electoral law, Arrêté No. 1307 of March 10, 1953, except that residence requirements are interpreted entirely in terms of municipal residence. Suffrage qualifications are the same as for national elections. The electorate consists of all male citizens 21 years of age having their real and principal establishment within the municipality where they must have resided for at least six months. Likewise, they must have conformed with the national census law of March 9, 1932. Citizens because of status as members of a recognized sect, as public functionary, or as soldier of the Syrian Legion, Lebanese Gendarmerie, or French Army, does not lose the quality.[3] The following categories are disqualified for the suffrage:—

1. Individuals deprived of their civil rights.
2. Individuals permanently deprived from holding public office.

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1 Ibid., art. 41.

2 Arrêté No. 1436 bis 41, Art. 41. The provision for dissolution and appointment by an appointed Commission have been widely used as a means by the Government when a period of time must expire, a vast of only [illegible] Although the powers of such commissions is limited to one year, there is nothing to prevent the renewal of members or the appointment of a new commission. This device as been has been in a considerable extent and has led to the existence [illegible] with that the power of dissolution has been used for political reasons rather than because of administrative inefficiency or irregularities. It is a means [illegible] that unfavorable administrative has legal control is not exercised in many cases because of law that elected [illegible] have the power to [illegible] Although to the actual government or to back one of competing sects in control. While it might be claimed that disappearance [illegible] such provision would be dangerous since it put a power a council of capable public, the fact that one of the dissolutions on record was attributed to 5 of the action of dissolution, although responsible [illegible] required by law, took part in the change [illegible]

3 Arrêté No. 1436 bis 41, Art. 41. Under the French mandate military [illegible] have included French nationality, age of at least 21 years possession of full civil and political rights, freedom from sentence for crime, and payment of at least [illegible] French pounds in taxes. (Arrêté No. 41, Art. 3 a 41).

[illegible]

5. Individuals sentenced for a crime or offence involving a correctional penalty. Convicted or released on bail, awaiting place of confinement, public outrage at decision, habitual residence of person to detention, neighborhood, and simple bankruptcy.

6. Individuals sentenced to imprisonment for crime.

7. Individuals under judicial investigation.

8. Insolvents are condemned for bankruptcy. Disqualification for this category holds for three years from declaration of insolvency.

9. Individuals condemned to imprisonment or even arrest sentence for any violation of the electoral laws.

A list of qualified voters known as the "electoral list" is drawn up by an electoral Registration Commission and is revised annually from registrations duly formulated by the candidates and candidates of municipalities. Upon the publication of this list ten days are allowed for the presentation of claims of error which are decided by the Registration Commission with right of appeal only on points of law. No one may be inscribed on the electoral list of more than one voting division. In case of duplicate registration through error the citizen may choose which residence he desires to establish provided he fulfills the qualifications before the final closing of the electoral lists. All demands for such changes must be accompanied by a demand for the removal of the name from the former list.

The elections are convoked by decree of the President of the Republic issued at least fifteen days before the election. In no case may the elections last more than seven days. Following simple existences on a Sunday but may run for several consecutive days. The number of days, place, and time of voting are decreed by the administration. The polls must remain open at least six consecutive hours in municipalities of more than 500 inhabitants or in case of a single day and hours of voting, at least nine consecutive hours. If a second balloting is necessary, the citizens are automatically convoked for the following Sunday and such succeeding days as are provided in the original decree of convocation. The administration is responsible for the publication of the necessary notices.

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1 Ibid., Art. 15
2 A permanent commission composed only the electoral council for
3 Under the [illegible] Art. 21
4 Under the [illegible] Art. 24
5 Ibid., Art. 25

[illegible]

§ 53. When a municipal council is reduced by vacancies to three fourths of its normal membership a supplementary election is held within two months of the last vacancy, unless it occurs within six months of the next regular election. In this case a supplementary election is not held unless the membership is reduced to less than one half its normal number. If elected by wards, the supplementary election is held only in the wards concerned.[1]

The councillors are elected by direct universal manhood suffrage on the general ticket plan (*scrutin de liste*). However, a municipality if composed of several distinct and separated communities, as in the case of joint incorporations, or if possessing a population of more than 5000, may be divided into electoral districts or wards, each electing a number of councillors proportional to the number of its enrolled electors in the ward. In no case shall such a ward have less than two members.[2] Division into wards is made by the administrative council either upon its own initiative or upon the request of the administrative commission of the district, the municipal council concerned, or the electors themselves.[3] The administrative divides the municipality or wards into voting precincts (*bureaux de vote*), each of which votes on the general ticket of the entire municipality or ward of which it is a part.[4] In each precinct the administrative designates the polling place.[5] An Ottoman appoints a president for each voting bureau or precinct. The bureau president alone has police powers within the polls and no armed force may enter except at his request.[6] The bureau president must be named at least five days before the election. He is assisted by from two to four "bureau men" who must be chosen from different religious sects represented in the precinct. Half of the assessors are appointed by the bureau president, the remainder are chosen by the electors present at the opening of the polls from among those of their own number who can read and write. One or two secretaries may be appointed having only a consultative voice in the voting bureau.[7] The bureau pre-

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1 Rég., art. 45.

2 Public Ins. Code, art. 45, par. 2.

3 Rég., art. 46.

4 Rég., art. 51.

5 Public Ins. Code, art. 45, par. 3.

6 Rég., art. 48.

7 Public Ins. Code, art. 45, par. 4. The provision for the election of half of the officers by the electors at the opening of the polls has not proved happy in municipal elections in the interior districts. Many electors are unable to produce, or write, documents with their names, the usual election rules work to the benefit of the bureau president, whose suggestions may under the pretext of the difficulties to control the existing procedure.

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[illegible] and at least half of the assessors must be present throughout all the electoral operations. The electoral board or voting bureau has provisional jurisdiction over all questions arising out of the conduct of the elections. All votes and decisions must be recorded together with the reasons motivating the judgement.[1]

The bureau secretary is provided with an official copy of the electoral list. No one may vote whose name does not appear upon this list except such persons as may present a decision of the Registration Commission issued subsequently to the preparation of the list.[2] The voting of each elector is entered on the official list by the signature or initials of the secretary opposite the name of the elector.[3]

The ballot box has a single opening for the admission of the ballots. At the opening of the polls the box is closed and locked with two locks one key being retained by the bureau president, the other by the elder of the assessors chosen by the electors.[4] Each voter presents his official certificate of identity (carte d'identité) to the secretary who checks the name against the electoral list. The reverse of the identity paper is then stamped with an indication of the precinct and the date. The secretary then announces the voter's name and the latter presents his folded ballot to the bureau president who deposits it in the ballot box. No official ballots are provided, the voter writing his own ballot on any piece of white paper. Ballots may be prepared for a candidate or groups of candidates and distributed outside the polls. The only restrictions are that they must not be on colored paper or bear any other external distinctive marks.[5]

Upon the closing of the polls the count is made by the bureau officials unless the number of ballots is more than three hundred. If this be the case a number of voters may be appointed from among the electors present who shall be distributed at counting tables having at least two voters each. If various candidates or

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1 Rule, Art. 46.
2 Rule, Art. 41.
3 Rule, Art. 42.
4 Arrêté du 1945, Art. 45, Art. 46.
5 Rule, Art. 49. Even if the vote electorale has deposited ordinarily on their [illegible] or envelopes of the ballot prepared by candidates it is not difficult to determine the designation of a man's vote by a mere glance at the ballot which a successful worker at the bureau of counting the polls. Under the envelope or the ballots are the votes should the ballot of an envelope which was dropped, unfold, then the ballot box. Finney, Art. 45, Art. 5, p. 41.

[illegible]

[illegible] lists of candidates have been presented they have the right to designate the additional voters who shall then be distributed equally among the voters as far as possible. Upon the opening of the ballot box the total number of ballots is ascertained and checked against the official list. If the total is more or less than the vote recorded on the list, a minute is made to this effect. The bureau president then distributes the ballots to the different supervising tables. One of the voters reads each ballot in a loud voice, then passing it to another teller. The vote is recorded on specially prepared counting sheets. The electors are entitled to be present at the count and to circulate about the tables. If they challenge any of the proceedings, the bureau president and his assistants inspect the operations.[1]

Blank ballots, those not bearing sufficient designation as to which the vote may be known, those of colored paper or bearing any external mark of identification, and those bearing any remarks injurious to the candidates or the people are not included in the count but are attached to the proces-verbal.[2] Also excluded are any votes for candidates who have failed to comply with the regulations governing declaration of candidatures.[3]

Immediately after the count the result is announced by the bureau president, and the ballots, other than those attached to the proces-verbal, are burned in the presence of the electors.[4] When more than one voting precinct exists within an electoral circumscription, the proclamation of the result is made by the president of the central bureau to whom the various other bureau presidents must bring the proces-verbal with attached ballots and the official check list.[5] A summary proces-verbal is prepared at the central bureau and forwarded to the Ministry of the Interior and to the Registration Commission. Definitive announcement of the results is made by the Registration Commission after checking the returns.[6] The

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1 Arrêté du 1881 du 21 Jan 31. Libertés du bien portant à constituer les électeurs à savoir les votes pour le candidat du [illegible] avec leur [illegible] [illegible] [illegible]

electoral operations may be challenged by any elector or any candidate. The appeal must be presented at the office of the returning officer within five days of the following. A receipt must be given therefor. This appeal is transmitted with the opinion of the returning officer to the Minister of the Interior for submission to the Council of State. A decision, from which no appeal lies, must be rendered within one month. If the President of the Republic finds that the conditions and forms prescribed by the electoral law have not been complied with he must denounce the elections to the Council of State within one month of the elections.[1]

Organization and Procedure of Council.

A municipal council may adopt fixed dates for its meetings or may call meetings on call of its president or mayor.[2] In either case, the secretary must state the order of the day and the subjects for discussion. The council may transact business only with those specified in the notice. Calling of a meeting is mandatory upon the written request of the administrators or of one third of the members of the council.[3]

A written summons must be addressed to each councillor at least three days before the scheduled meeting. In cases of urgency, this period may be reduced to twenty-four hours, in which case the council decides at the opening of the meeting whether the matter at hand is sufficiently urgent to warrant such a summons. Further, in such cases, the administrators may - upon his own initiative or upon the request of a councillor - require a second deliberation upon the same subject. Two copies of the summons, the schedule of meetings and the order of the day must be transmitted to the communities who forward one to the administrators. They must likewise be recorded in the council minutes under penalty of nullification.[4]

The mayor and assistant mayors, if any, are appointed by the central authorities from among the council members. The other members rank in accordance with the date of their election, or the one being the senior in accordance with the size of their electoral vote. Where these are still secondary, they rank in accordance with seniority of age.[5]

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1 Loi du 14[illegible] Art. 47, par. 47 as amended by Loi du 4[illegible] 1948, Loi du 14[illegible] Art. 47 §

2 Loi du 1[illegible] Art. 47, par. 1[illegible] The latter implies a non-written entry the town clerk and being an illegible one.

3 Ibid., Art. 47 § 2

4 Loi du [illegible] Art. 47, par. 4

5 Ibid., Art. 47

— 49 —

[illegible] The meetings of the council are private. The administrative, bürgermeister, and French councilor are ex officio members[1]. A quorum consists of one half the membership. If upon a second convocation, a quorum is still lacking, the deliberations are valid regardless of the number in attendance. If the lack of a quorum at the first meeting is due to the non-participation of members personally interested or interested as agents in the matter under consideration, the deliberations may proceed[2]. Councilors absent from three successive meetings without satisfactory excuse may be dismissed by the administrative chief he has called upon them for an explanation. They may appeal within ten days to the administrative courts[3]. Employees are addressed to the administrators or the burgomaster and are effective upon acknowledgment thereof. Failing acknowledgment, a new resignation may be despatched by registered mail and becomes automatically effective one month from the date of mailing[4]."

Decisions of the council are determined by majority vote. In case of a tie the mayor has the determining vote, except in secret balloting. A roll call is mandatory upon the request of at least two councilors. Ayes and noes to be recorded in the minutes. All votes on nominations or appointment must be by secret ballot. If no candidate secures a majority on the second ballot, the third ballot determines by plurality and in case of a tie the oldest candidate prevails[5]."

The mayor presides at council meetings and he alone has executory authority and may visit [illegible] members[6]. In the absence the assistant mayors or other councilors preside. If the mayor has resigned or been suspended or dismissed, he is replaced by a temporary successor appointed by executive decree[7]. In the session devoted to the consideration of the budget, the oldest councilor presides, except in those cases where the Administrator presents the budget, when the mayor himself presides. Whenever presents the budget may participate in the discussions but must retire before the vote thereon. The minutes of the session are transmitted directly to the Ministry of the Interior[8]."

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1. [illegible]
2. [illegible]
3. [illegible]
4. [illegible]
5. [illegible]
6. [illegible]
7. [illegible]
8. [illegible]

One or more secretaries are elected by the council.[1] They are responsible for the minutes but do not participate in the deliberations. Provision has been made for the eventual merging of the offices of secretary and municipal treasurer. In small municipalities the functions of secretary are frequently entrusted to the local schoolmaster. The minutes must be kept in both Arabic and French,[2] whenever possible, and an abstract of the minutes must be posted at the municipal building within eight days of the council meetings.[3] Copies of the abstract must be transmitted to the administrator and the commandant. Inspection of the minutes is open to all inhabitants or taxpayers, together with the right to copy them in whole or in part, including the budgets and accounts.[4]

3.[1] Powers of Council

The council passes on all the affairs of the municipality and acts, as an advisory capacity to the central authorities upon their request or when required by law. It may likewise submit to opinion on any matter of local interest. It inspects the budget and accounts of the regular and municipal treasuries. By authorization of the Minister of the Interior it may communicate with other municipalities on matters of common interest.[5]

Decisions of the council may be divided into three categories:— (a) those having executory character without specific approval of the central authorities; (b) those having executory character only after approval from the central authorities; and (c) those of a purely advisory nature. Decisions in the first category are executory thirty days after receipt by the administrator. However, during this time they may be vetoed by the administrator for violation of the law. Likewise, the administrator may suspend execution for a further period of fifteen days. In cases of urgency, the administrator may order immediate execution which gives the decision executory character upon the expiration of the fifteen day delay required for the presentation of protests and appeals. The following subjects fall within this category:—

1. Methods of administration of communal properties.
2. Conditions of contracts for lease or rent for a period not exceeding nine years for other properties.

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1. Ibid., art. 40.
2. Ibid., art. 42. The secretary is an ex-officio member.
3. Ibid., art. 41.
4. Ibid., art. 43.
5. Arrêté No. 1466, bis 45, art. 46.
6. Ibid., art. 47.

[illegible]

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regulations and maintenance exceeding the fixed limits (4th) etc.

6. Change in use of public property already utilised in the public service.

7. Any change in the conditions or status of public roads, highways, gardens, market-places, dressing and rest rooms, etc.

8. Acceptance or refusal of gifts or legacies bearing any charge or conditions or with power of reclamation.

11. Establishment, change or suppression of markets other than simple provision markets.

12. Price-fixing for certain necessities as bread, flour, meat, butter, milk, oil, vegetables, fish, wood, charcoal, coal and fuel.[1]

(c) any time the council authorities may call upon the council for an opinion upon the law specifically calls for such action with regard to the following subjects :—

1. Projects of alignment and leveling of the ground highways lying within the boundaries of a municipality.

2. Creation of charitable bureaus and their regulations.

3. Budgets and accounts of municipal charitable establishments created by private donations; authorization for purchase, alienation, transfer, borrowing, exchange, or pleading demanded by such organizations and the acceptance of legacies or gifts to the same.

If the council fails to give its opinion after having been formally requested therefor, action may proceed without it.[2]

Besides voting the budget, the council passes on the accounts of the municipality. Detailed regulations for municipal accounting and its supervision are provided by the Ministries of Interior and Finance.[3]

A municipal council is forbidden to make any pronunciation or to express its views on the political, religious or administrative questions. Any act or deliberation in violation of this prohibition is

1 Law No. 4 (Gazette 1927, Issue 188, No. 3, 1927, p. 1).
2 Article No. 1928, Art. 45, Sec. 46.
3 Ibid., Art. 46.

[illegible] automatically null and void without necessity of pronouncement and without prejudice to any sanctions which may be determined by the government.[1] Such cases have resulted in the dissolution of an entire council or the dismissal of individual members.[2]

Automatically null and void are any deliberations of the council upon any subject foreign to its powers or taken outside of a regularly convoked meeting of the council. Likewise, any deliberations in violation of the laws and regulations are null and void. Notification for these reasons is susceptible of appeal to the administrative courts.[3]

Duties of Mayors

Each municipality is headed by a president of the council or mayor, appointed by the President of the Republic for a period of one year from among the members of the municipal council. In municipalities having at least eight councillors the mayor is assisted by a vice-president or assistant mayor (two in municipalities of over 20,000 inhabitants) who is appointed in the same manner and for the same period as the president. Both officers are eligible for reappointment.[4] In municipalities of 20,000 and above, the administration of the [illegible] is charged with the functions of the mayor.[5]

In the absence of the mayor he is replaced by the vice-president or, where there is none, by the oldest member of the council. If the mayor resigns or is suspended or dismissed, he is replaced by a temporary successor appointed by the central government.[6] After being given an opportunity for written reply to the charges against him, the mayor may be suspended or removed by decree of the President. The decree must be motivated but there is no recourse. Suspensive power is in the hands of the President alone except in cases where the municipal officer has been referred to crime when the administrator may suspend, subject to immediate reference to the central authorities.[7] In case of refusal or failure of the mayor to carry out any of his prescribed functions, the administrator may act or appoint a special delegate to carry out the prescribed duties.[8]

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1. [illegible] Sec. 45, Sec. 5.
2. See Appendix D.
3. [illegible] Sec. 45, Sec. 6.
4. Ibid., Sec. 46 & 48.
5. Ibid., Sec. 49.
6. [illegible] Sec. 45, Sec. 46.
7. Ibid., Sec. 47.
8. Ibid., Sec. 48 & 49.

Resignation of the mayor or assistant mayors is made directly [illegible] to the Province and becomes effective upon acceptance thereby, or, in default thereof, one month after the deposit of a new resignation by registered mail. The incumbents must carry on their functions until their successors have been appointed.[1]

The mayor, assistant mayors, and municipal councillors serve without pay but are entitled to any actual expenses incurred in carrying out a special mandate. In municipalities of 5,000 inhabitants and more, the mayor may be voted a representation allowance from the ordinary revenues of the municipality.[2]

Powers of Mayor

If the mayor deems it necessary for the welfare of the service to delegate some of his functions to members of the council, he can only do so with the approval of the assistant mayors and of the Minister of the Interior. However, in no case may the administrator or burgomaster delegate any of his functions when serving as municipal councillor.[3] No government functionary belonging to the services of finance, justice, post and telegraph, or control of public establishments may serve as either mayor or assistant mayor. Likewise, no one employed by the mayor may be appointed as assistant mayor.[4] If the personal interests of the mayor or acting mayor should prove to be in conflict with the general welfare, the Province designates some other member of the council to act for the municipality in justice or in contract.[5]

The mayor appoints, with powers of suspension and removal, all municipal employees for whom the law or regulations have not fixed a special mode of appointment.[6] All such appointments must, however, receive the approval of the administrators, with the exception of those employed by the day.[7]

When awarding contracts on behalf of the municipality, the mayor is assisted by two councillors chosen by the council, or, in default, chosen from the official list in order of ranking. The municipal treasurer is included in all meetings for this purpose and is

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1 Arrêté du 1785, No. 45, Art. 45.
2 Ibid., Art. 46. Under the Province system the mayor presides, votes as he pleases on the municipal budget. (Arrêté No. 45, Art. 2, p. 11).
3 Ibid., Art. 47. A number of the additional powers of delegation of the mayor of Rwanda-Urundi.
4 Ibid., Art. 48.
5 Ibid., Art. 49.
6 Ibid., Art. 50.
7 Ibid., Art. 51.

4.55 cases of contracts for public works, the Director of Public Works is likewise included. Decision is taken by majority vote of the mayor and two assistants, the other members acting only in an advisory capacity but with the right to demand the inclusion of their advice in the written minute of the contract.[1]

Subject to the control of the council and the central authorities already outlined, the mayor is charged with a large variety of functions. As in France, he acts in the dual capacity of head of the municipal government and agent of the central government. The more important of his duties under the first category are the following :—[2]

1. The conservation and administration of municipal properties.
2. Administration of revenues and supervision of accounts.
3. Preparation of the budget.
4. Direction of public works.
5. Supervision of municipal highways.
6. Signing of contracts and leases for the municipality and adjudications concerning public works.
7. Signing of all acts of sale, exchange, apportionment, acceptances of gifts and legacies or other acquisitions, etc.
8. Regulation of burial procedure.
9. Execution of all decisions of municipal council.

As an agent of the central government and under the supervision of the Ministry of the Interior, the mayor is charged with the publication and execution of the laws and regulations, with all measures for general security not entrusted by the laws to the police services, and with the execution of any special functions provided by law or regulations.[3]

The mayor may issue arrêtés giving effect to local measures concerning the objects entrusted to his vigilance and authority and arrêtés publishing new laws and police regulations and calling the citizens to their observance.[4] In his character as agent of the central

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1 Arrêté, No. 1366, Art. 46.
2 Ibid., Art. 47.
3 Ibid., Arts. 48, 49, 50.
4 Ibid., Art. 50.

police service, the mayor issues orders having the character of police regulations. The most important of these concern the following:[1]

1. Regulation of everything which may affect free and undisturbed passage in the public streets, as destruction of dangerous structures, danger from falling articles, obstruction of passage, etc.

2. Maintenance of public order through avoidance of quarrelling, rioting, troublesome assemblages, nocturnal disturbances.

3. Maintenance of order on all occasions of public assemblage.

4. Procedure for funeral rites as affecting public order.

5. Inspection of weights and measures, and honesty of such transactions.

6. Precautionary and relief measures at times of public catastrophy as fires, floods, epidemics, and accidents of all sorts.

7. Provisional disposal of insane persons who may threaten public safety or morals.

8. Precautions against and relief for depredations by straying or wild animals.

Arrêtés issued by a mayor must be despatched immediately to the administrator who forwards them to the Minister of the Interior with his comments thereon. If they contain permanent regulations, they are not definitive until approved by the Minister. All other arrêtés are executory one fortnight after their despatch to the administrator. The Minister may annul or may suspend execution; in cases of urgency he may authorize immediate execution.[2]

Such arrêtés are not binding until they have been brought to the attention of the parties concerned, either through ordinary publication as in the case of general ordinance or by individual notification in other cases.[3]

Every municipality not enjoying the services of the State Police may have one or more municipal guards. They are nominated by the mayor for approval and commission by the administrator whose

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1 Arrêté No. 1288, *loc. cit.*, Art. 71.
2 Ibid., Art. 72.
3 Ibid., Art. 73.

[illegible]

[illegible] decision must be rendered within one month. They may be suspended by the mayor for a period of one month, but may be dismissed only by the administrators. They are responsible for the enforcement of municipal regulations and police action through reports to the mayor, but have no authority to make arrests. Failure to comply with municipal regulations may result in judicial process with final enforcement by the regular police.[1]

Aspects of Legal Personality

A municipality may be declared legally responsible by decree of the President on advice of the Administrative Courts for damages resulting from crimes or misdemeanors committed by violence upon its territory through riots, or armed bands, whether against persons or public or private property. The damages shall be distributed over all the domiciled inhabitants of the responsible municipality by a tax specially prepared by the Director of Finance.[2] If rioting is caused by the inhabitants of more than one village or municipality the damages shall be distributed over all those responsible thereby in proportions to be determined by the Ministry of Finance.[3] These provisions are not applicable when the municipality can prove that all measures within its power had been taken to prevent the incident; when the mayor does not have the control of the local police; or when the damages are the result of acts of war.[4] The responsible municipality has full recourse against the authors and accomplices of the disorder.[5]

The sale of movable or immovable municipal property may be authorized or decreed of any creditor having executory title by order of the Minister of the Interior who also determines the form of sale.[6] The Council sits on all legal actions initiated or sustained by the municipality. The mayor may, prior to such action, take steps to conserve or prevent forfeiture.[7] No municipality may undertake action in justice without authorization of the Administrative. It must first prove a good right and sufficient interest. The Administrative court renders its decision within two months, failing which the municipality may proceed.[8]

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1 Arrêté No. [illegible], loc. cit., Art. 76.
2 Ibid., Art. 77.
3 Ibid., Art. 78.
4 Ibid., Art. 79.
5 Ibid., Art. 80.
6 Ibid., Art. 81.
7 Ibid., Art. 84.
8 Ibid., Art. 85.

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No judicial action other than possessory may be instituted against a municipality except when the claimant has previously presented a properly authenticated memorial to the Administrator. Such suit action may not be initiated until one month after the date of receipt of such a memorial without prejudice to acts of conservation. The presentation of the petition interrupts any prescription or forfeiture if it is followed by a demand in justice within three months. The administrator immediately transmits such petitions to the mayors with a request that the council be convoked for deliberation thereon.[1]

Obligatory Provisions

Municipal expenditures are obligatory or optional. The former may be written into the budget by the administrator and consist of the following —[2]

1. Maintenance of a municipal building or rooms used for that purpose.
2. Payment of honorifics duties.
3. Expenses of municipal administration, salaries of secretary, treasurer, and other employees.
4. Expenses of maintaining, cleaning, and lighting the streets.
5. Expenses of establishing and maintenance of plans for aligning and leveling the streets.
6. Cost of subscription to one person rate of the Official Journals of the Republic.
7. Portion of expenses of State Police allocated to municipality in the State budget.
8. Rent, cost of furnishing, lighting, and heating of posts of gendarmerie.
9. Any expenses incurred through necessity for the administrator to act owing to failure of local authorities to perform their functions and in general any expenses charged to municipalities by the dispositions of any law or regulation.

All other expenditures are optional. The detailed regulation of municipal accounts, budgets, and contracts is provided by special articles of the central government.[3]

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1 Arrêté No. 1208, loc. cit., Art. 84.
2 Ibid., Arts. 85, 86, 87.
3 Ibid., Art. 88.

Appendix B.

LIST OF MUNICIPAL COUNCILS DISSOLVED

No.	Date			Name	Cause cited
Ann. 1438	Jul. 27		1863	Soho	Town cited
" 1460	Aug. 31		"	Albany	"
				Alcester	"
				Calton	"
				Chiton-Cheriton	"
				Ivon	"
				Ellesmere	"
				Wiltshire	"
				Dunstable	"
" (126)	Sept. 13		"	Wadi al Aranjuba	"
" 1502	"		"	Oude al Gharb	"
" 1670	Dec. 31		"	Crewe	"
" 1680	Jan. 11		1864	Aston	"
" 1811	Mar. 17		"	Basildon	"
" 1961	Jul. 16		"	Rio-al-Alamos	Bankruptcy
" 2033	Aug. 23		"	Cub Kilns	Town cited
Dec. 1852	Sept. 14		"	Alcantra	"
Ann. 2089	"	23	"	Anytime	Bankruptcy
" 2140	Oct.	9	"	Antares	Town cited
Dec. 1879	"	31	"	Bedale	"
Ann. 2138	"	29	"	Fairnight	"
Dec. 1962	Nov.	9	"	Ulpia	"
				Bellinda	"
Ann. 2242	Mar. 29		1869	Clonak	"
" 2441	May	6	"	Erwin (South Lab.)	Clerk of conference
" 2288	"	7	"	Mount-a-Chad	"
" 2479	"	28	"	Clyndale	"
" 2243	July	29	"	Alberna	"
" 2686	"	30	"	Beyreuth	Poor rogtion act up
" 2852	Sept.	27	"	Rudolf al Jubbe	Town cited
" 2858	"	"	"	Bellaire	"
" 2481	Nov.	23	"	Ivanhoe (South Lab.)	"
" 2463	Jan.	12	1870	Bedale	Council protested at Lebanon Township,
" 2639	Apr.	21	"	Clonak	Judicial action re two members,
Dec. 31	June	15	"	Tyre	Lack of quorum,
" 104	July	19	"	Zanzibar	Town cited
" 248	Sept.	21	"	Ellen Anne	Internal dissension & abuse of conference,

No.	Date			Name	Name and
[illegible]					

[illegible]

— [illegible] —

No.	Date	Name	Cause shown
[illegible]	[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]	[illegible]

Appendix C.

LIST OF MUNICIPALITIES SUPPRESSED

No.	Date	Name	Consolidated
[illegible]	[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]	[illegible]

Appendix B.

TABLE SHOWING NUMBER OF MUNICIPAL BOROUGHS

	No. of Boroughs
[illegible]	[illegible]
[illegible]	[illegible]
[illegible]	[illegible]
[illegible]	[illegible]
[illegible]	[illegible]
[illegible]	[illegible]
[illegible]	[illegible]
[illegible]	[illegible]
[illegible]	[illegible]
[illegible]	[illegible]

DISTRIBUTION OF MUNICIPAL BOROUGHS

No. of Wards		Average Area in Square Miles
3	only	[illegible]
4	Between	[illegible]
5	"	[illegible]
6	"	[illegible]
7	"	[illegible]
8	"	[illegible]
9	"	[illegible]
10	"	[illegible]
11	"	[illegible]
12	"	[illegible]
13	"	[illegible]
14	"	[illegible]
15	"	[illegible]
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20	"	[illegible]
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31	"	[illegible]
32	"	[illegible]
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37	"	[illegible]
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THE MUNICIPAL GOVERNMENT OF THE LEBANON

Appendix (A)*

The foregoing article had already finally passed its printing when Decree 118 of March 30, 1963, on which the municipal administration of the Lebanon is largely based, was amended on a number of points by Legislative Decree 116 of September 16, 1963, — a decree promulgated by the President of the Republic on the proposal of the Minister of the Interior in virtue of the Emergency powers conferred on them by the Decree of the Ruler Commissioner of May 5, 1958 which suspended *inter alia* the existing Lebanese constitution. The amendments however only extend to details, of which the following are specifically dealt with in the article:

Incompatibles — The minimum budget to be possessed by any town wishing for incorporation now amounts to 400 L.L. (instead of 250). All municipalities already incorporated whose budget is below this sum may be dissolved by Governmental decree (Decree article 2 modifying Decree article 5).

Powers of Council — In addition to the general powers of decision and advice mentioned in the first paragraph of this section, Mixed or Councils may nominate directly or present lists of suitable candidates to certain functions in accordance with existing laws and regulations. (Decree article 4 modifying Decree article 40).

Decisions of the Council which are executory without further approval become effective within 10 days, (instead of 30), and may only be suspended by the administration for 8 days (instead of 15). (Decree article 7 modifying Decree article 46).

The validity of *ultra vires* decisions is pronounced by the Minister of the Interior, either on his own initiative or on the motion of any party interested. From this decision there is no appeal, but the reasons for the decision must be given in full. (Decree article 11 modifying Decree article 58).

Powers of Mayors — The orders of mayors become executory within 10 days (instead of 30) after despatch to the administration. The Director of the Interior may annul or suspend them, but his decision must be given within 3 days. (Decree article 13 modifying Decree article 72).

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*Owing to Professor Khalaf's absence on leave in America, he received only a revised proof of this study and incorporate on the last minute any changes in the law such as described in this appendix. Professor Ragai N. Saliba of the Department of History, kindly supplied this appendix in order to bring the study up to date.